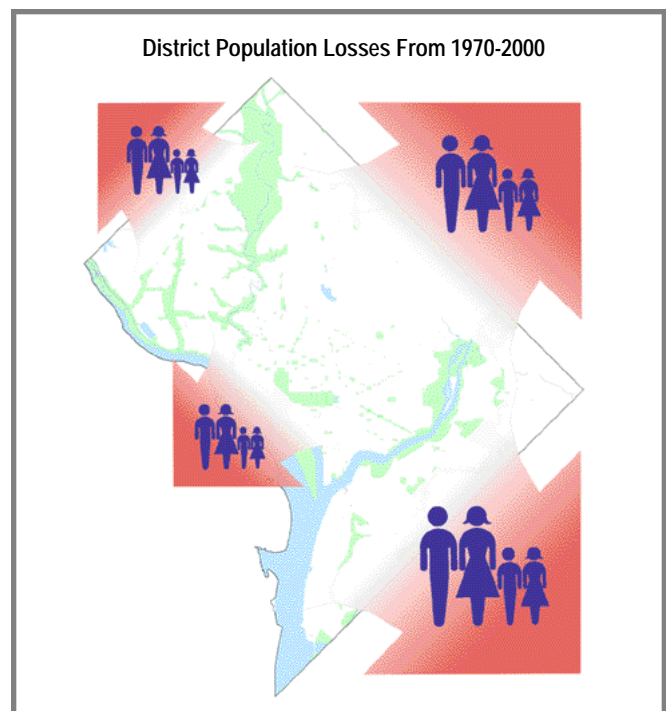


Introduction

The challenges facing the District have not primarily been the result of a loss of jobs (although the District's job base has decreased), but the result of a loss of population. The District has lost about a quarter of its population since 1970. From 1990-2000, the District's population losses occurred mostly east of 16th Street. More than half of the households leaving the District in the 1990s moved within the metropolitan area, with Prince George's County receiving the largest share. It appears reasonable for the District to expect growth in population over the next decade. There are a number of indications that District population trends may have improved beginning in the late 1990s.

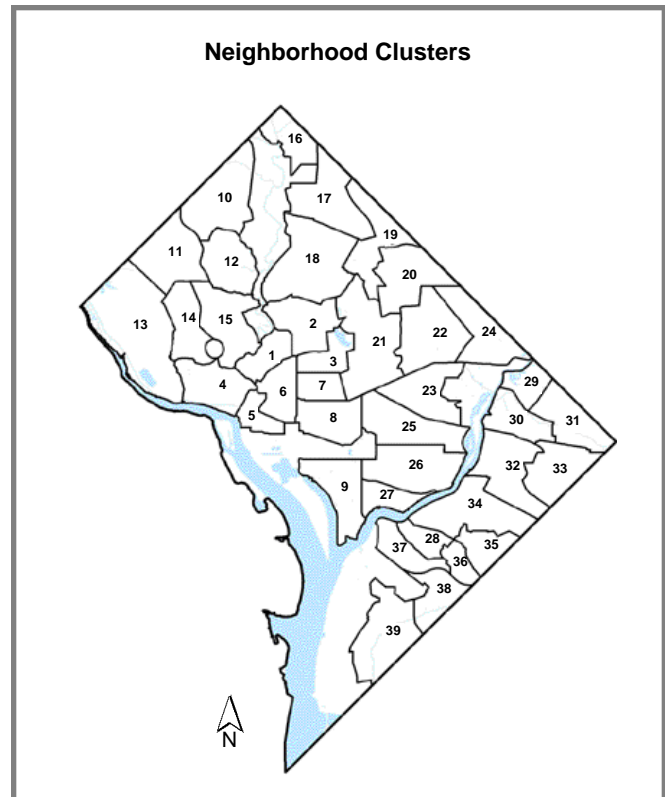
- In its period of population decline, the city has lost a significant number of families with children. Given trends toward fewer children for those families that have them and a surge of one or two person households within the city, average household size in the District continues to decline.
- In its period of population decline, the city (along with the region) became increasingly divided by income. Affluent neighborhoods remained, but the exodus of middle-income residents from many areas left behind concentrations of poverty and distress. As a result, the city today is home to some of the region's wealthiest and poorest residents.
- "White flight" is not an appropriate label for the District's population loss between 1980 and 2000. In that time period, the largest change was in the city's African-American population, which decreased by almost 100,000. This decrease was only partially offset by increases in the city's Hispanic and Asian population.
- Since one of Washington's major economic activity is government, it never had an industrial base to lose. It has not suffered the loss of manufacturing jobs that devastated cities like Cleveland and Detroit; nor is it burdened with the abandoned docks and empty warehouses found in cities like Baltimore and Philadelphia. However, many jobs located in the District are held by workers who live in the suburbs. Within the District, there are a greater number of jobs than residents.

The following sections highlight some of the key data and trends about the city. The paper then summarizes the policy implications of this data and provides key questions for you to think about as the Comprehensive Plan is assessed.



What We Know

In recognition of the fundamental role of the city's neighborhoods, the District of Columbia has been organized by Neighborhood Clusters. As a result of consultations with community organizations and residents, thirty-nine Neighborhood Clusters have been defined. Neighborhood cluster boundaries do not necessarily follow census tract boundaries, so this paper often uses groupings of census tracts that have been adopted by the District of Columbia Office of Planning as approximations of neighborhood clusters. The adjacent map lists the city's 39 neighborhood clusters, each consisting of three to five neighborhoods. These clusters are referred to throughout the paper by the first neighborhood name, followed by a cluster number in parentheses.



Cluster	Cluster Name
1	Adams Morgan, Kalorama Heights, Lanier Heights
2	Columbia Heights, Mount Pleasant, Park View, Pleasant Plains
3	Cardozo/Shaw, Howard University, Le Droit Park
4	Burleith/Hillandale, Georgetown
5	Foggy Bottom, Georgetown University, West End
6	Dupont Circle, Connecticut Avenue/K Street
7	Logan Circle/Shaw
8	Chinatown, Downtown, Mount Vernon Square, North Capitol Street, Penn Quarter
9	Buzzard Point, Fort McNair, Southwest Employment Area, Southwest/Waterfront
10	Barnaby Woods, Chevy Chase, Hawthorne
11	American University Park, Friendship Heights, Tenleytown
12	Forest Hills, North Cleveland Park, Van Ness
13	Foxhall Crescents, Foxhall Village, Georgetown Reservoir, Palisades, Spring Valley, Wesley Heights
14	Cathedral Heights, Glover Park, Mass. Ave. Heights, McLean Gardens
15	Cleveland Park, Mass. Ave. Heights, Woodland-Normanstone Terrace, Woodley Park
16	Colonial Village, North Portal Estates, Shepherd Park
17	Brightwood, Manor Park, Takoma
18	Brightwood Park, Crestwood, Petworth, 16th Street Heights
19	Fort Totten, Lamond Riggs, Pleasant Hill, Queens Chapel
20	Michigan Park, North Michigan Park, University Heights
21	Bloomingdale, Eckington, Edgewood, Stronghold, Truxton Circle
22	Brentwood, Brookland, Langdon
23	Arboretum, Carver, Ivy City, Langston, Trinidad
24	Fort Lincoln, Gateway, South Central, Woodridge
25	Kingman Park, Linden, Near Northeast, North Lincoln Park, Rosedale, Stanton Park
26	Capitol Hill, Hill East, Lincoln Park, Barney Circle, Stadium
27	Near Southeast, Arthur Caper, Carrollsburg, Washington Navy Yard
28	Anacostia, Historic Anacostia
29	Eastland Gardens, Kenilworth
30	Central Northeast, Mayfair
31	Burrville, Deanwood, Grant Park, Lincoln Heights, Northeast Boundary
32	Benning, Fort Dupont, Greenway, River Terrace
33	Benning Ridge, Capitol View, Marshall Heights
34	Dupont Park, Fairlawn, Fort Davis, Penn Branch, Randle Highlands, Twining
35	Fairfax Village, Hillcrest, Naylor Gardens
36	Knox Hill/Buena Vista, Garfield Heights, Skyland
37	Barry Farms, Fort Stanton, Hillsdale
38	Douglass, Shipley
39	Bellevue, Congress Heights, Washington Highlands

Population

The District has lost about a quarter of its population since 1970

Washington D.C. compared to Metro Area Population, Households, and School Enrollment from 1970-2000

	Washington D.C.				Remainder of Metropolitan Area	
	Population ¹	Households ²	School Enrollment ³	household ⁴	Persons per Population ⁵	School Enrollment ⁶
1970	756,668	263,000	146,000	2.9	2,153,332	422,067
1980	638,432	253,143	100,049	2.5	3,251,000	374,336
1990	606,900	249,634	80,694	2.4	3,616,585	365,684
2000	572,059	248,338	79,037	2.3	4,351,094	454,480

Sources:

¹Population estimates are from the census, US Census Bureau

²Household estimates are from the census, US Census Bureau

³School Enrollment Estimates are from information provided by the District of Columbia Public and Charter Schools

⁴Calculated by dividing total population by total number of households

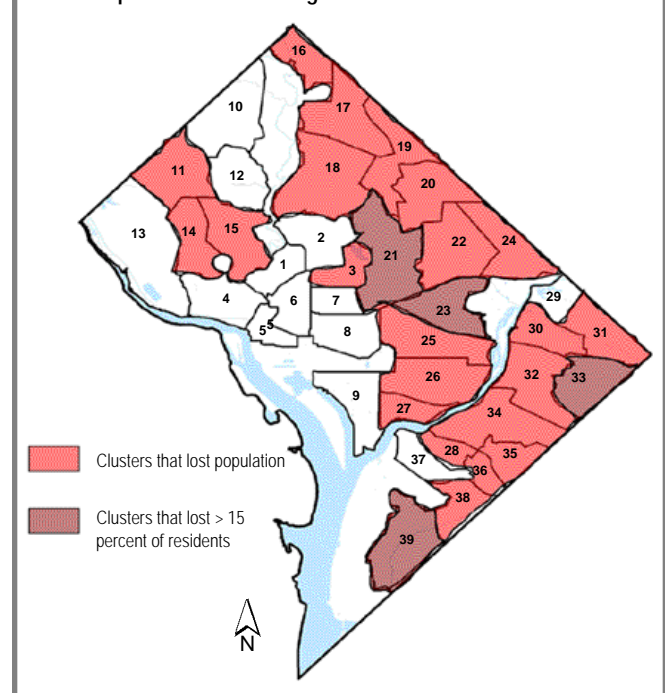
⁵In 1970 and 1980, the Washington PMSA includes DC-MD-VA. In 1990, Washington PMSA is DC-MD-VA-WV. We have subtracted the DC population from the PMSA total.

⁶Metro school enrollment includes total publicly funded school enrollment for Montgomery County, Prince George's County, Arlington, Alexandria, and Fairfax County

From 1990-2000, the District's population losses occurred mostly east of 16th Street

- All the city census tracts that lost households during the 1990s are located east of 16th Street, and almost two thirds of them are east of the Anacostia River.
- Between 1980 and 1990 alone, Wards Seven and Eight lost 22,000 residents (a fifteen percent loss in Ward 7 and an eleven percent loss in Ward 8).
- From 1990-2000, Clusters 21, 23, 33, and 39 lost greater than 15 percent of their 1990 populations. In that decade, these clusters accounted for over half of the District's overall population loss.

Population Loss in Neighborhood Clusters 1990-2000



According to IRS data, more than half of the households leaving the District in the 1990s moved within the metro - politan area, with Prince George's County receiv - ing the largest share.

According to IRS data, more than half of the households leaving the District in the 1990s moved within the metropolitan area, with Prince George's County receiving the largest share.

- More specifically, 56 percent of households leaving the District moved to the suburbs, with Prince George's County accounting for 45 percent of these metropolitan-area moves and Montgomery County accounting for another 23 percent.
- Most of the households moving into the District during the 1990s arrived from outside the region. Specifically, 6 of every 10 in-movers came from outside the metropolitan area. Of those moving from within the region, three-quarters came from the Inner Suburbs, including significant numbers from Montgomery County (24 percent), Prince George's County (39 percent), and Fairfax County (13 percent).

It appears reasonable for the District to expect growth in population over the next decade.

- There are a number of indications that District population trends may have improved beginning in the late 1990s.
 - U.S. Census had estimated a District population of only 519,000 for 1999, substantially less than the 572,000 recorded by the 2000 census a year later. An improving population trend in the past few years of the decade, caused by forces not picked up by the Bureau's estimating procedure, seems a plausible explanation for the difference.
 - Another positive indication comes from IRS data on federal income tax filers showing that the number of people moving into the District was higher in the second half of the 1990s than it was in the first, while the number moving out was lower.

Households and Household Type

Given that couples are having fewer children, and that 1 and 2 person households are increas - ing, the average house hold sizes in the District continue to decline¹.

- Non-family households (e.g., Single-person non-elderly; Households of 2-plus, non-related people; Single-person elderly) account for an astounding 54 percent of all District households in 2000, up from 51 percent in 1990.
- 44 percent of all households in District consist of only one person, up from 41 percent in 1990.
- Married couples with children dropped almost 10 percent between 1990 and 2000.

Household Types 1990-200

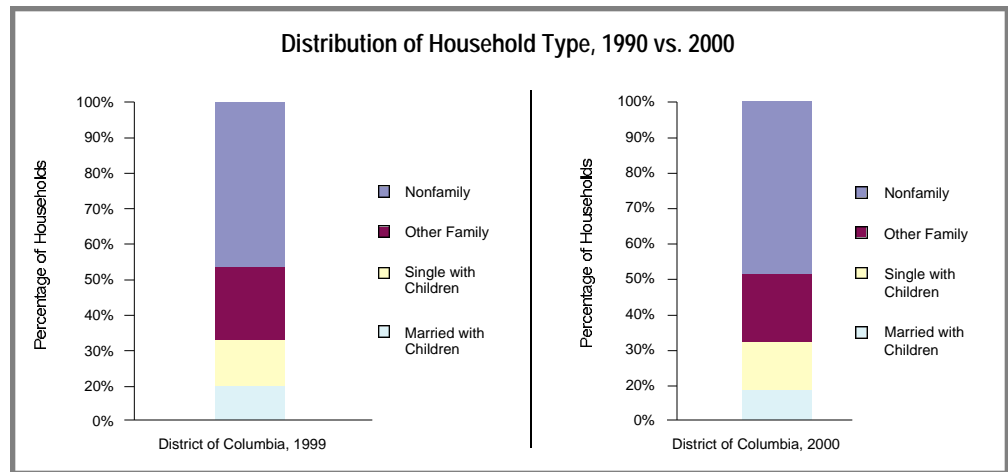
	1990	2000	% Change
Married Couples with Children <18	23,983 9.6%	21,654 8.7%	-9.7%
Married Couples without Children	41,210 16.5%	36,396 14.6%	-11.7%
Other Families with Children	27,079 10.9%	29,294 11.8%	8.2%
Other Families without Children	31,308 12.6%	28,619 11.5%	-8.6%
Non-Family Households	125,454 50.4%	132,627 53.4%	5.7%

Source: US Census Bureau

¹Fannie Mae Foundation/Urban Institute. "Housing in the Nation's Capital 2002"

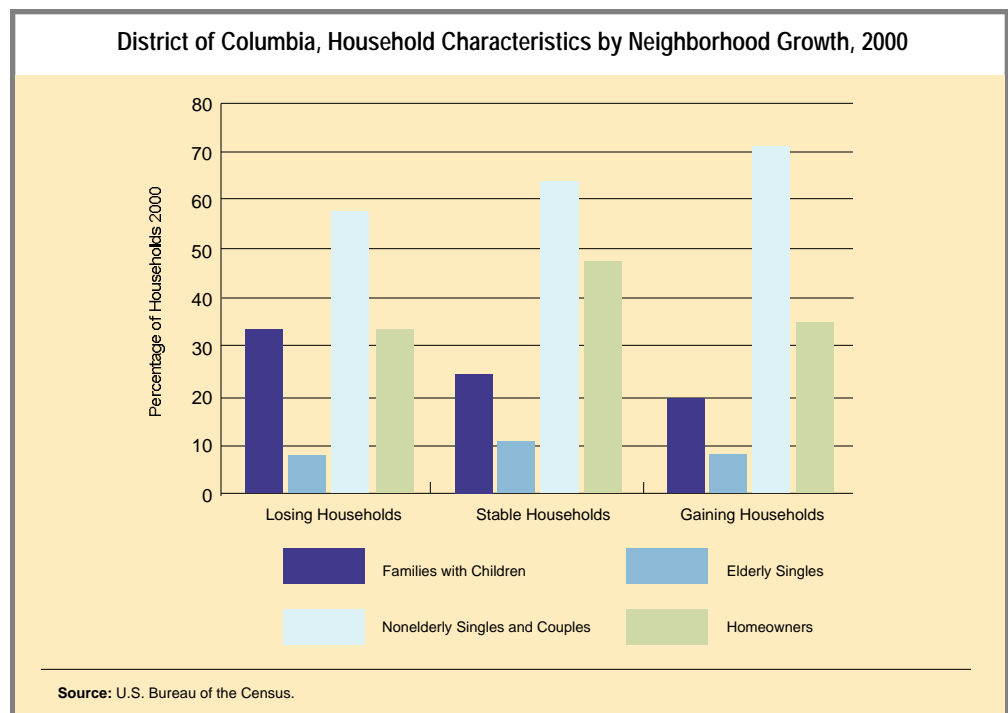
The households driving growth in the high-density neighborhoods of the District between 1990 and 2000 were mostly child-less singles and couples¹.

- Going back to 1980, the District has seen an almost 15 percent loss in family households with married couples with children declining 25 percent in the same time period.



Within the District, some census tracts experienced substantial growth in the number of households during the 1990s. These tracts include a cluster of majority white neighborhoods in and around Georgetown; white, black, Asian and mixed neighborhoods in the Downtown area and along the 16th Street corridor; most of Southwest; majority white neighborhoods on Capitol Hill; and a few majority black neighborhoods in Northeast and east of the Anacostia River. (Many of the same parts of the city also experienced a rapid increase in house prices and homebuyer incomes, especially during the last half of the decade).

Growing tracts have relatively few families with children (only 19.8 percent of households). Instead, their growth appears to be driven by nonelderly singles and couples, who make up almost three quarters (71.3 percent) of the households in these tracts. (see chart below):



¹Fannie Mae Foundation/Urban Institute. "Housing in the Nation's Capital 2002"

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It appears reasonable for the District to expect growth in households over the next decade.

- One estimate (by COG in 2000) actually had the District's population going up by 7 percent from 2000 to 2010. Assuming a straight-line trend in population per household, a 7 percent increase would translate into a net increase of 3,300 households per year.

Income/Poverty Rate

The city today is home to some of the region's wealthiest and poorest residents.

District of Columbia, Percent of Households in Income Categories**

Percent of Households in Income Categories **	1990	2000	% Change
<\$20,000	23.7%	26.1%	10.1%
\$20,000 - \$44,999	25.1%	28.8%	14.7%
\$45,000 - \$59,999	18.2%	11.3%	-37.9%
\$60,000 - \$99,999	18.8%	17.5%	-6.9%
\$100,000 and up	14.2%	16.4%	15.5%
Median Household Income	\$30,727	\$40,127	31%

** Annual income, adjusted for inflation

Source: US Census Bureau

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In its period of population decline, the city (along with the region) became increasingly divided by income. The city has lost middle-income people while people on extreme ends of the income distribution increased.

- More current data on household incomes confirm that extremely low-income households are clustered in the District. As of 1998, about one in five District households 20 percent earned less than a full-time minimum wage income (\$12,800), compared with only 7 percent of the households in the region.

As shown on the chart below, low - income households have increased by almost 20.2 percent in 10 years.

District of Columbia, Percent of Population Below Poverty Line

	1990	2000	% Change
	16.9%	20.2%	19.9%

Source: US Census Bureau

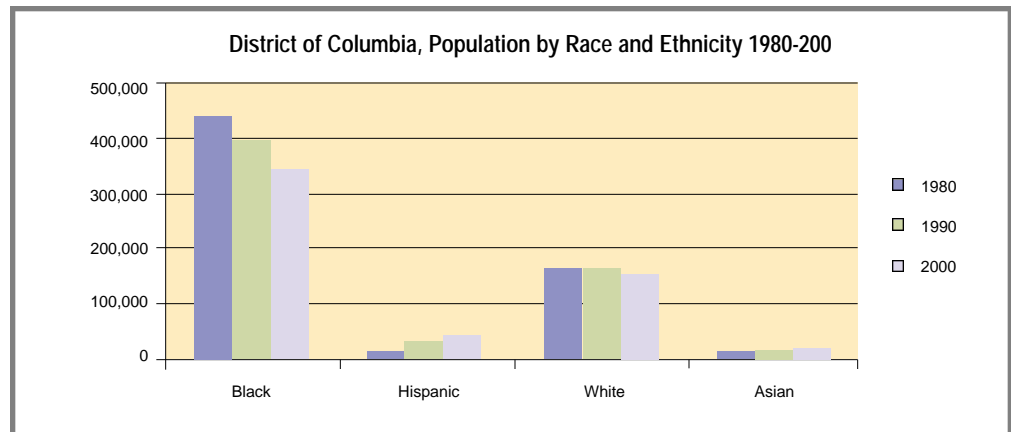
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Within the District, there is a concentration of people living below the poverty line on the eastern side of the city.

- Data from the 1990 census showed that nearly all of the high-poverty neighborhoods were located in the eastern half of the District and in Prince George's County; in 1990, 75 census tracts had poverty rates of 20 percent or more, and 65 of those tracts were in the city.
- Census 2000 shows that neighborhood clusters with greater than 30 percent poverty rates all remain east of 16th Street.
- The District's poverty rate peaked at 24 percent 1996 (1.8 times the national average), but dropped to 20 percent by 2000 (approximately 1.7 times the national average).

Race

From 1980 to 2000, the District's population decreased by almost 70,000 residents. The largest change was in the African-American population, which decreased by almost 100,000. This decrease was partially offset by increases in the Hispanic and Asian population.



District of Columbia, Population by Race and Ethnicity 1990-2000

Race and ethnicity	1990	2000	% Change
Non-Hispanic White	166,225	158,617	-4.6%
Non-Hispanic African-American	396,397	340,061	-14.2%
Hispanic	31,358	45,015	43.6%
Asian and Pacific Islander	10,730	14,896	38.8%
American Indian	1,293	1,560	20.6%
Other *	897	11,910	1227.8%

*Other includes people who said 'other' or 'two or more races.' Because the multi-racial option was introduced in 2000, the 1990 and 2000 racial data are not directly comparable.

Source: US Census Bureau

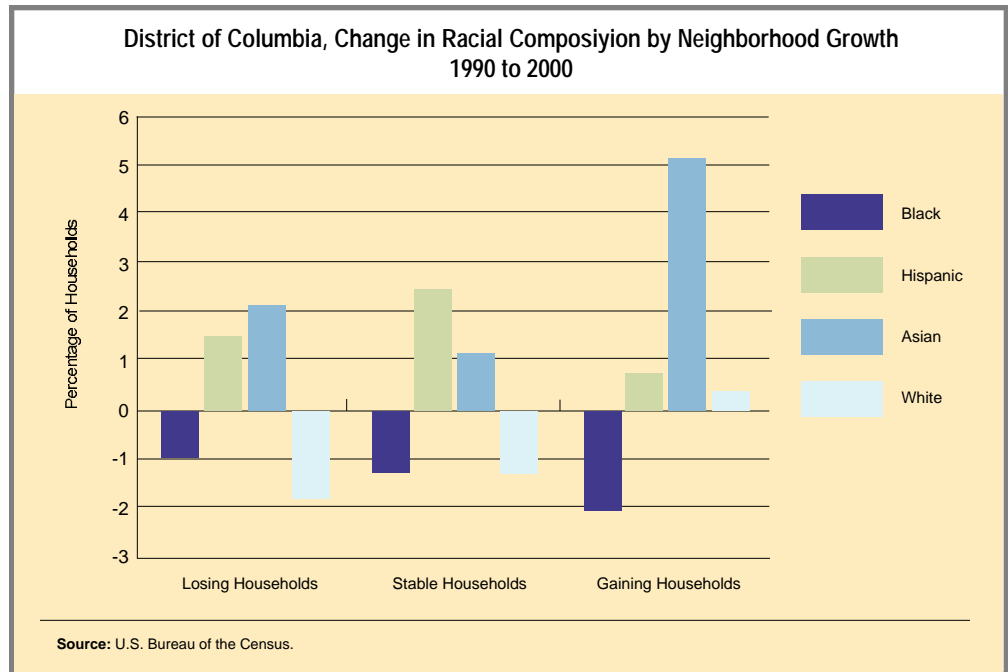
- Though the majority of District residents are African-American, their share of the city's population fell from 65 percent in 1990 to 61 percent in 2000, while the number and share of Hispanics and Asians increased.
- Like the region, the District also saw net increases in its non-African-American minority population during the 1990s, but the numbers were quite small: 13,000 Hispanics, 4,000 Asian and Pacific Islanders.
- The minority share of the population declined slightly in the District, from 73 percent to 72 percent.

Areas that were growing in the 1990's were mostly White or ethnically mixed.

- Growing census tracts in the District, such as the Dupont Circle cluster (6), were more likely to be majority White or ethnically mixed at the start of 1990. In fact, only a third were majority African-American at the start of the decade, while almost half were majority White. These tracts include a cluster of majority white neighborhoods in and around Georgetown and on Capitol Hill; White, African-American, Asian, and mixed neighborhoods in the Downtown area, along the 16th Street corridor and inmost of Southwest; and a few majority black neighborhoods in Northeast and east of the Anacostia River.
- All the city census tracts that lost households during the 1990s are located east of 16th Street, and almost two thirds of them are east of the Anacostia River. With only a few exceptions, these tracts were majority African-American at the start of the decade and remained majority African-American in 2000.

¹Fannie Mae Foundation/Urban Institute. "Housing in the Nation's Capital 2002"

- The District tracts that maintained the same number of households from 1990 to 2000 include majority White neighborhoods west of Rock Creek Park, such as the North Cleveland Park cluster (12), as well



as the majority of African-American neighborhoods throughout Northwest, Capitol Hill, and east of the Anacostia River. The racial and ethnic composition of these tracts have changed very little.

Age

The District's age distribution varies from the regional averages and is worth noting. For instance, the District has a smaller share of people under-19 (24 percent vs. 28 percent or more in the remainder of the region) and more young adults ages 20-34 (27 percent while all other parts of region fall between 19 and 22 percent). The elderly (65 and over) make-up a higher share in the District (12 percent) than in other parts of the region (all 9 percent or under).

Employment

In comparison with a city like Baltimore, the District lost about the same proportion of its population over the last three decades, but a smaller proportion of its jobs. In the last decade, however, the downsizing and relocation of some federal government agencies have contributed to reduced employment in the District.

Location of Jobs and Population Estimates for Washington D.C. and Baltimore from 1970 to 2000

	Population		Jobs located in the City	
	Washington D.C.	Baltimore	Washington D.C.	Baltimore
1970	756,510	905,579	643,523	499,088
1980	638,333	786,775	666,065	468,682
1990	606,900	736,014	742,994	478,060
2000¹	572,059	651,154	689,156	416,893
Percent Change				
1970-2000	-24.38%	-28.11%	7.09%	-16.47%
1980-2000	-10.38%	-17.24%	3.47%	-11.05%
1990-2000	-5.74%	-11.53%	-7.25%	-12.79%

¹ BEADData, employment by place of work, wage and salary employment; BEAJobs data is from 1999

Hardest hit by government job cuts, employment in the District actually declined during most of the 1990s but, fueled by regional resurgence, resumed growth late in the decade.

- Employment in the District grew from 706,600 in 1980 to 753,400 in 2000, an increase of only 7 percent.
- Employment grew by 5 percent between 1997 and 2000, accounting for 12 percent of the region's growth over that period.

Many jobs located in the District are held by workers who live in the suburbs.

- Non-residents -- mostly commuters living in the Maryland and Virginia suburbs and working in the District -- earn two-thirds of the income created in the District.
- The number of employed DC residents went down from 307,000 in 1990 to 237,000 in 1997.
- Census 2000 shows that 190,566 of the District's residents work within the city while 70,318 work outside. The Department of Employment Services (DOES) has figures that by July 2002, show that 210,400 DC residents held a job in DC.
- From 1990 to 1998, the unemployment rate in the District was considerably higher than in the region as a whole, climbing from 6.6 percent in 1990 to 8.8 percent in 1998 (almost 3 times the 3.1 percent average for the region).
- The District rate then dropped significantly, to 5.8 percent in 2000 - much improved, but still well above the regional average of 2.4 percent at that time.

Policy Implications

The District already has more jobs than people, and job growth does not do much for the District's tax base unless the holders of the new jobs live in the city. The District's special situation drives it to a residential growth strategy designed to retain and attract a larger employed population. Deciding how and where the city will accommodate a significant increase in people (and hopefully jobs as well) in the next decade will be a major challenge for the city.

A primary objective should be making the city an attractive place for a diverse population to live and work. That requires policies designed to retain and attract a mix of residents, including adults and families with children. A more diverse mix of incomes and household types in our existing neighborhoods, especially the number of families and middle-income residents, could help bridge the District's widening income divide, help revitalize neighborhood schools and services and lead to more opportunities for low-income residents.

It would be a great mistake for the city to concentrate on the benefits of attracting new residents and jobs while neglecting efforts to raise the incomes of people who already live in the city. The District has the greatest concentration of poverty in the region. A major goal of revitalization should be to reduce the poverty rate and expand the opportunities for residents to increase their skills and get jobs with higher wages and better prospects.

Efforts to create new jobs for District residents and to raise the incomes of the city's low-income population must accompany a residential strategy. For example, policies to encourage small business development must be an integral part of a neighborhood revitalization strategy, because thriving neighborhoods need local service businesses.

A high level of household growth would imply substantially higher levels of new housing construction in the city than have been experienced in recent decades. If DC grows over the next decade as forecasters predict, it will need to stem the loss of housing units it has experienced over the past decade and reduce vacancy rates, while at the same time increasing housing production.

How Demographic/Social Issues Are Addressed In the Comprehensive Plan

While the District's unique demographic/social trends are not directly referenced in the Comprehensive Plan ("the Plan"), in the process of developing the District elements of the plan, ten (10) major themes were discerned. Several of these are relevant to a residential strategy for Washington, DC:

- (a) Stabilizing and improving the District's neighborhoods;
- (b) Increasing the quantity and quality of employment opportunities in the District;
- (c) Developing a living downtown;
- (d) Preserving and promoting cultural and natural amenities;
- (e) Respecting and improving the physical character of the District;
- (f) Preserving and ensuring community input;
- (g) Preserving the historic character of the District;
- (h) Reaffirming and strengthening the District's role as the economic hub of the National Capital Region;
- (i) Promoting enhanced public safety; and
- (j) Providing for diversity and overall social responsibilities.

Questions to Consider When Evaluating the Comprehensive Plan

- Does the Comprehensive Plan provide enough focus on the major demographic trends affecting the city in the past three decades - a loss of population, including significant numbers of families with children, leaving behind much smaller households and a large stock of underutilized housing, vacant properties, and closed schools that once anchored neighborhoods?
- How could the Comprehensive Plan improve the link between demographic trends and land use policy? How can the city ensure that a greater understanding of population and social trends be used to better inform policy decisions for managing residential, commercial, infrastructure growth and other land-use decisions throughout the city's neighborhoods?
- Should the Comprehensive Plan be updated to more specifically address the need for an increase in population? The need to bridge the city's increasing income divide?
- Should there be specific articulation of the types of neighborhood revitalization initiatives that could lead to the retention and attraction of residents? To the creation of wealth for current residents?
- Should greater policy emphasis be placed on developing partnerships with key institutions to assist the city in neighborhood revitalization (Federal Government; Hospitals and Universities; Community Development Groups; Faith-Based Organizations; Major Private Sector Employers)?